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ABSTRACT

The findings of 13 studies of educational change, leadership, and decision-making are summarized in this report. Conducted by the staff of the Project on Administration and Organization for Instruction at the University of Wisconsin Center for Education Research, the studies utilized data gathered in over 100 middle, junior, and senior high schools, some collected over several years and permitting longitudinal analysis. Five of the studies used a rationalistic, quantitative methodology, while the other eight utilized naturalistic, qualitative techniques including interviews, observations, and record analysis. The research on educational change focused on the characteristics of rational and incremental approaches to change, motivations for change, the financial resources and training required for change, and factors inhibiting change. The leadership studies concerned relationships between leadership behavior and situational factors, positional and emergent leadership, and leadership behavior and school effectiveness. The research on decision-making concentrated on the content of educational decisions, staff involvement in decision-making, and individual and group decision-making processes. Drawing on the summarized research, this report proposes a theoretical model synthesizing the interactions over time among and between change, leadership styles, and decision-making processes. The document concludes with abstracts of the 13 studies covered. (Author/PGD)

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CHANGE, LEADERSHIP, AND DECISION MAKING IN IMPROVING SECONDARY SCHOOLS

by

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and

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Report from the Program on
School Processes

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Wisconsin Center for Education Research

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Abstract

The research reported herein is a summary and synthesis of 13 studies concerning educational change, leadership, and decision making conducted by the staff of the Project on Administration and Organization for Instruction at the University of Wisconsin Center for Education Research in over 100 secondary schools engaged in improving their educational programs. The objectives of the studies included examining the implementation of educational change, the impact of educational leadership, and the involvement of staff in educational decision making in the selected schools. Because of the programmatic research plan, some of the schools were examined over several years, permitting longitudinal analysis of the educational change process.

Regarding methodology, both rationalistic and naturalistic research paradigms were utilized. Five of the studies focused on hypothesis testing of *a priori* theory utilizing a rationalistic, quantitative approach. The eight other studies utilized naturalistic, qualitative techniques, including interviews, observations, and record analysis by multiple on-site researchers engaged in developing comprehensive descriptions, propositional statements, and major conclusions through daily peer debriefing and subsequent data analysis. Convergent findings utilizing both research approaches possess powerful methodological implications for future research.

Major findings regarding educational change concerned the approaches utilized (rational vs. incremental), the motivations for change, the financial resources and training required, and the factors that "kill" a

change program. Findings regarding leadership concerned assessment of relationships between leadership behavior and situational factors, positional and emergent leadership, and leadership behavior and effective schooling outcomes. Findings regarding decision making concerned the content of educational decisions, staff involvement in decision making, and individual and group decision-making processes.

The educational importance of the study derives from an analysis of the interaction of change, leadership, and decision making in implementing educational improvement. A theoretical model synthesizing the dynamic interactions over time between and among change, leadership, and decision-making processes concludes this report. This theoretical model poses numerous issues for future researchers engaged in clarifying, testing, and refining theory and for practitioners engaged in implementing educational improvement.

INTRODUCTION

During recent years several American secondary schools have engaged in serious and sustained efforts to enhance and improve their educational organization, processes, and outcomes. These improvement efforts include many innovative programs and practices, including attention to changing the administrative structure of the school, fostering positional and emergent leadership, increasing staff and student involvement in decision making, utilizing flexible curricular arrangements, providing individualized instruction and advising, and enhancing school-community interaction. The research reported herein summarizes the major findings of 13 studies concerning educational change, leadership, and decision making in middle, junior, and senior high schools engaged in improving their educational programs (Abstracts are included in the Appendix). The studies were conducted by the staff of the Project on the Administration and Organization for Instruction in the Wisconsin Center for Education Research at the University of Wisconsin-Madison in cooperation with over 100 selected secondary schools throughout the United States. It is hoped that the findings and implications of the studies will be useful to other researchers in educational administration and to practicing school principals in their continuing efforts to refine, renew, and improve secondary schooling.

At the outset, several distinguishing features of the research studies should be enumerated. First, the schools sampled were more unique than typical; they were selected utilizing the reputational approach. Initially, secondary schools worthy of being examined were nominated by personnel in national and statewide professional

associations, colleges and universities, state departments of education, and other educational agencies. Subsequently, the staffs of these schools also assisted in the nomination process. Many of the schools were affiliated with the Model Schools Project of the National Association of Secondary School Principals, the Learning Environments Consortium, the I/D/E/A Change Program, or the Wisconsin Center for Education Research. Several of the schools were implementing one or more components of the Wisconsin Program for the Renewal and Improvement of Secondary Education (Klausmeier, Lipham, and Daresh, 1980). Because of the programmatic research plan, some of the schools were examined over several years, permitting longitudinal analysis of the educational change process.

Second, both rationalistic and naturalistic research paradigms were utilized. Five of the studies focused on hypothesis testing of a priori theory utilizing a rationalistic, quantitative approach. The eight other studies utilized naturalistic, qualitative techniques, including interviews, observations, and record analysis by multiple on-site researchers engaged in developing comprehensive descriptions, propositional statements, and major conclusions through daily peer debriefing and subsequent data analysis. Regardless of whether rationalistic or naturalistic research approaches were used, however, data for all of the studies were gathered on site.

Finally, since the studies focused on educational administration, each of the selected schools had established some type of formal organizational structure for schoolwide decision making. These councils or committees met regularly to formulate objectives and review

policies, and to plan, facilitate, and evaluate the educational program of the total school. In some of the study schools, similar decision-making structures also were operational at the teaching-learning level.

In the sections that follow, the major research results are presented according to the topics of educational change, leadership, and decision making. In the concluding section, some interactions among these three major topics are considered so that the organization, operation, and outcomes of secondary schools may be improved.

EDUCATIONAL CHANGE

How is it that some schools are successful in implementing substantial educational change? Who initially senses the need for change and subsequently nurtures the change process? Where do the innovative ideas and programs come from? What are the motivations for change? How long does a major educational change take? What role does money play? How much training is required? What kills a change program? Although appropriate answers to these general questions are difficult to ascertain, all educational leaders must continually consider them in their specific situations.

The planned, rational, systematic approach to change has long been proposed as the operational ideal in education, yet use of this general model must be tempered with substantial use of the incremental, political, personalistic approach to change (Artis, 1980). Rather than being bipolar, these two approaches are indeed complementary. In fact, successful schools utilize both systematic adoption and situational adaptation to implement change effectively.

Successful use of the planned approach to change in secondary schools includes the following steps or stages: identifying the objectives of the change, assessing the present system, specifying the resources needed, structuring or restructuring the organization to implement the change, engaging in programmatic development, providing inservice training and staff development activities, establishing a realistic time frame which specifies short- and long-range goals, identifying appropriate strategies to be used, and utilizing appropriate evaluative processes for each objective (Neiner, 1978). Although generally linear, the foregoing stages are highly interactive and often simultaneously implemented.

As the implementation of a major innovation proceeds, continuous adjustments must be made to adapt the program to be appropriate to the local school. Political, financial, and personal factors continually impinge on the the implementation process. The direction of a major change is particularly sensitive to budgetary control (Artis, 1980). "We don't have the money for that" is a powerful control mechanism that influences the progress and process of change.

The principal is the key educational change agent within the school (Daresh, 1978). No change of major significance can occur within a school without the understanding and support of the principal. Moreover, for a major educational change to be implemented effectively, the principal must always be at least one step ahead of the staff (Brittenham, 1980). Since the stages in the change process differ for leaders and members, appropriate leadership behavior is essential at the different steps of the change process (Artis, 1980; Zimman, 1980).

Current models of change fail to recognize the importance of the "germination" stage of leaders (Zimman, 1980). Effective school leaders go through highly personalistic philosophy, visionary, and assessment activities before formally engaging staff members in initial awareness activities (Brittenham, 1980). The prime prerequisite for a significant educational change is a dynamic educational leader who possesses the vision and foresight that the leader is able to share with others in such a way that, together, they can develop a common commitment to the philosophical base underlying the change.

Local schools do not engage in major change in isolation. Principals and staff members in innovative schools reach out to the larger educational environment for ideas and resources for change. Initially, these leaders depend heavily on national professional associations and publications, colleges and universities, and research and development centers for innovative ideas and approaches. Subsequently, they depend on leagues of similar schools, state and intermediate educational agencies, and individual educational consultants to refine their implementation activities (Daresh, 1978). Thus, while the linkage model of educational change is quite powerful, the social interaction model of change is most often utilized. Administrators and teachers accept as authentic "that which works" in other schools (Klausmeier, 1978).

Although the motivations for educational change are many, the desire to gain recognition as an early adopter and the desire to take advantage of additional specialized resources or entitlement grants appear to be equally important reasons for engaging in a major change

effort (Neiner, 1978). Thus, competition between and among schools is an underestimated force for significant change.

Implementation of a major change program in the school requires substantial time. Many innovative educational programs falter and fail because they are so rushed (Neiner, 1978). Ample time must be provided for the modification of existing roles or the creation of new roles, and for these altered expectations to become internalized, if the change is to be effective (Brittenham, 1980). Most major educational changes require several years--not months.

Many significant educational changes do not require a great deal of money. Even so, some start-up funds--particularly for initial training and materials--are helpful in getting innovative programs underway (Daresh, 1978). Continued specialized subventions to innovative programs can, in fact, be dysfunctional--creating "project directors" or "program coodinators" whose roles and responsibilities are somewhat unrelated to effective performance of other members of the organization (Neiner, 1978). Thus, while some "seed money" for major innovative efforts is highly desirable, "hard money" should be the desirable early criterion against which the viability of innovative programs is assessed.

Adequate, appropriate, systematic inservice training is absolutely essential for an educational change to be implemented effectively (Klausmeier, 1978). Such training should help existing staff members to acquire the understandings, skills, and attitudes required to perform their expanded roles effectively (Neiner, 1978). As new staff members are added, particular attention should be paid to providing the preservice and inservice training required to assimilate them

successfully into innovative programs, rather than assuming that, as with "old timers," new staff members understand and are committed to the change program being attempted (Daresh, 1978).

Effective inservice programs make provisions for: meeting specific, identified training needs of staff; engaging staff in active, rather than passive, learning activities; and providing appropriate immediate and long-term financial rewards to staff for their participation (Lehr, 1979). In sum, effective change programs "put their money on preparing people" and effective schools result.

Although many factors may thwart the successful implementation of an educational innovation, three can quickly kill a change program. The first of these is "the principal left" (Neiner, 1978); the second is "lack of central office and board support" (Klausmeier, 1978); and the third is "the community opposed it" (Daresh, 1978). Thus, the local school staff should not engage in change in isolation; rather, they must build viable support systems for change both within the school district and with the local and larger community (Artis, 1980; Daresh, 1978; Brittenham, 1980; Zimman, 1980). The political, social, and interpersonal leadership skills of the principal are crucial in obtaining and maintaining support for significant educational change within the local school.

EDUCATIONAL LEADERSHIP

Strong leadership is essential for educational change and improvement (Lipham, 1981). Who provides such leadership to the local school? Which leadership styles and behaviors are essential? How do leadership styles relate to positive outcomes? How are positional and emergent leadership related? Answers to these and other questions were sought in several of the studies.

The principal is the key educational leader within the local school (Daresh, 1978; Watkins, 1978). Thus, the principal must be authentic, (Brittenham, 1980), committed (Neiner, 1978), knowledgeable (Klausmeier, 1978), and skilled in political, organizational, and interpersonal processes (Artis, 1980). In implementing an educational improvement, effective principals are careful to elicit the support of the superintendent of schools and other central office personnel who not only facilitate the implementation of an innovation but also serve as buffers and mediators between the local school and the larger community (Daresh, 1978). Also, perceptive principals capitalize on local situational circumstances, such as school building programs or school consolidations and closings, to bring about significant educational change (Neiner, 1978).

Teachers, students, parents, and others expect the principal, as the head of the school, to assume a strong leadership role. The principal sets the mission, direction, and tone for the total school (Watkins, 1978). If the principal is confident about the school's mission and represents it with integrity, then the staff will be willing to consider and adopt that mission more readily. The principal is the focal person

who must represent the institution, and must have the political adroitness and interpersonal skills to garner faculty support behind a united philosophy of education and plan of action. The success or failure of a principal to institute new or altered curricular directions, to institute organizational components allowing for shared decision making, or to motivate staff toward more responsible and responsive teaching depends on the political and interpersonal skills of the principal (Artis, 1980). The principal must be skilled in sensing the need for change, convincing others that education can be improved, building coalitions, and inspiring commitment from staff members to fulfill the school's expanded mission (Zimman, 1980).

Principals are in a particularly powerful position to have their ideas heard, to control meeting agendas, and to marshal resources for proposals and programs to which they are committed (Dunstan, 1981). For example, staff members and others are quite reluctant to oppose a principal's "pet project" which can continue to be implemented despite overwhelming odds and opposition (Artis, 1980). Leadership must also be perceived as being genuine and authentic. Leaders who know their position and group expectations regarding their position control the informational, financial, human, and other inputs that the group receives (Brittenham, 1980). This allows participation to be legitimate, groups to make decisions, and administrators to be forthright in their approaches to school improvement.

Regarding leadership styles, a balance between structural and facilitative leadership behavior, on the one hand, and supportive and participative behavior, on the other, is significantly and positively related to the outcome of staff job satisfaction (Brittenham, 1980;

Lipham, Dunstan, and Rankin, 1981). Structural leadership implies taking immediate action on urgent decisions, exercising clear and decisive delegation to members of the staff, stressing organizational goals and productivity, developing a cohesive school philosophy as a basis for schoolwide decision making, monitoring the implementation of decisions, and establishing positive relationships with the district office and the community. Facilitative leadership includes obtaining and providing the requisite resources, establishing and reinforcing school policies, minimizing bureaucratic paperwork, offering suggestions for solving job-related problems, scheduling activities, and otherwise helping to "get the job done." Supportive leadership includes expressing encouragement and appreciation for others' efforts, demonstrating friendliness and approachability, trusting others with delegated responsibilities, rewarding individual efforts, and enhancing staff and student morale. Participative leadership includes approaching issues open-mindedly, being willing to modify preconceived positions, seeking decisional input and advice, fostering positional and emergent leadership, and involving others appropriately in decision making. No one of these leadership styles is best. Instead, staff job satisfaction is enhanced when the principal is able to adapt his or her leadership behavior to the situational demands of the school (Lipham, Dunstan, and Rankin, 1981).

Although teachers in innovative schools perceive their principals to be highest in supportive behavior, they rank them lowest in facilitative behavior, yet work facilitation has the highest relationship to staff job satisfaction (Lipham, Dunstan, and Rankin, 1981). Perhaps through the years supportive, considerate leadership has been

overemphasized. Hence, principals should become more actively engaged in assisting each staff member to do his or her job.

The persistent use of a single leadership style renders the administrator less effective. Even so, it is more typical than it is unusual for a leader to possess particular leadership strengths, hence a balanced leadership team, wherein, say the principal is strong on structure and an assistant principal is strong on consideration, greatly enhances the effective and efficient operation of the school (Dunstan, 1981). Therefore, effective team management capitalizes on the compatibility of the leadership capabilities of the members of the school's leadership team.

In addition to capitalizing on compatibility in positional, designated leadership, effective schools foster emergent, transitional leadership--particularly on the part of departmental chairpersons and teachers. In fact, when secondary school departments or teams operate without designated chairpersons as "leaders," then the involvement of teachers is open, authentic, and related to their personalities, interests, and capabilities, since different individuals fulfill the normative expectations for both the managerial and technical decisions of the work unit (Rankin, 1981). Thus, it may well be that some secondary schools are hampered in their efforts at innovation and improvement by utilizing formally designated, if not tenured, departmental chairpersons who experience considerable conflict and confusion concerning their managerial, a well as their technical, leadership role responsibilities (Pedicone, 1981). This situation seems to be exacerbated in innovative schools, wherein departments heads lag

both the desirability and the extent of implementation of a major educational change within the school (Maier, 1978).

In schools wherein emergent, not positional, leadership is fostered, considerable latitude exists for the open expression of ideas, alternatives, and suggestions for action among staff. Such expression usually results in ascribing leadership to the individual who suggests an idea with the responsibility for following through with "getting the job done" (Rankin, 1981). Moreover, through time, these specialized leadership abilities become recognized, expected, reinforced, and rewarded.

Positional and emergent leadership interact dynamically within the school. Whereas teachers and others typically expect administrators to exercise structural and instrumental, as well as participative, leadership (Dunstan, 1981), they generally expect departmental chairpersons to provide supportive and participative, rather than authoritative leadership (Rankin, 1981). Undoubtedly, this is due to the collegial nature of the chairperson's role. Thus, differential latitude exists for the exercise of specific styles of leadership--depending on one's formal position within the school organization.

A balance of structural, facilitative, supportive, and participative leadership behaviors in a school is essential for effective educational decision making.

EDUCATIONAL DECISION MAKING

The complex phenomenon of decision making in schools can be analyzed according to three basic questions: "What" educational decisions are made?, "Who" is involved in making them?, and "How" are they made? (Lipham, 1974). "What" the content of a decision deals with includes: curriculum and instruction, staff personnel, student personnel, finance and business management, and school-community relations. The content of a decision also can be classified according to districtwide (institutional), schoolwide (managerial) or classroom (technical) level decisions. Decisional issues can further be viewed as mandatory, permissive, or prohibited.

"Who" is involved can include school board members, the superintendent of schools and central office personnel, principals, teachers, students, parents, and others. Their involvement can range from "frequent" to "seldom" or from "actually making the decision" to "little or no involvement." Overinvolvement produces decisional saturation; appropriate involvement, equilibrium; and underinvolvement, deprivation.

"How" a decision is made relates to the stages of rational decision making, which usually include identifying the problem, defining the problem, determining alternatives, making the decision choice, implementing the decision, and evaluating the effectiveness of the

decision. The decision-making process also can at times be nonrational, highly political, and quite personalistic.

The findings of the studies concerning decision making are presented according to these dimensions: decision content, decision stages, and decision processes.

Decision Content

The implementation of a major educational improvement ultimately involves all of the content areas. For example, a major curricular change affects the human input mix of staff, students, parents, citizens, and others, as well as the material input mix of facilities, equipment, supplies, and instructional materials. This dynamic interaction often raises philosophical and policy issues for which widespread participation in the decision-making process is essential (Brittenham, 1980; Zimman, 1980). These issues become differentiated, delegated, and dealt with according to their relevance at each level of the school organization. Hence, it is essential that a clear philosophy of educational decision making be articulated and appropriate decision-making structures be established if the implementation of a major innovation is to be successful (Watkins, 1978).

Teachers generally feel quite deprived from making either managerial or technical educational decisions, both in the selected schools (Speed, 1979) and in typical secondary schools (Flannery, 1980; Thierbach, 1980). This deprivation is greater for managerial than for technical decisions. All administrators should, therefore, take special care to include teachers in the following managerial decisions in which

they feel particularly deprived: determining the administrative and organizational structure of the school, determining procedures to be used for teacher evaluation, selecting departmental chairpersons or team leaders, evaluating subject departments or teams, hiring new faculty members, setting and revising school goals, and establishing schoolwide policies.

Regarding the content area of curriculum development, an interesting, if not anomalous, finding should be noted. Typically, it is assumed that curriculum development is the most decentralized decisional content area in the entire field of education--calling for considerable individual initiative and widespread participation in decison making. Yet, centralized curricular planning and selective participation in curriculum development are essential if an innovative educational program is to be installed and sustained within the local school (Daresh, 1978; Neiner, 1978). Moreover, state and district policies impact positively and significantly on curriculum and instruction within the local school (Brittenham, 1980). Thus, efforts directed toward establishing minimum statewide educational competencies and standardized districtwide curriculum guides may serve more to foster than they do to impede educational innovation within the local school (Daresh, 1978). Effective principals and teachers captitalize on enforced change from the larger environment to bring about essential change within the local school.

Consideration of decision content in terms of mandatory, permissive, or prohibited issues can also be helpful in improving the school's program (Dunstan, 1981). Mandatory issues include those

that call for widespread staff participation in decision making, such as determining objectives, establishing policies, and evaluating instruction; permissive issues are those that may or may not call for staff participation, such as the selection of equipment, textbooks, and teaching materials; and prohibited issues include those that do not call for widespread staff participation, such as the assignment of staff or the evaluation of individual teachers. Thus, in seeking a balance between authoritative and participative decision making, the principal should specify at the outset whether or not the content of an issue is mandatory, permissive, or prohibited. Federal, state, and district laws, regulations, and guidelines must be faithfully followed in setting the parameters for participation, otherwise considerable conflict can result. It is particularly disheartening to the staff to spend considerable time and effort working on an issue, only to find subsequently that the decison already has been made--"Im sorry, but we can't do that."

Generally, conflict concerning decision content involves managerial rather than technical decisions. In innovative schools, teachers exercise considerable control over classroom level decisions concerning instructional objectives, time allocations, instructional materials, teaching procedures, learning activities, and the evaluation of students. The organization of the school, however, affects the content of technical level decisions. When the school is organized according to typical "subject-centered" departments, teachers' decisions are primarily concerned with course objectives, teaching materials, and administrative matters (primarily budgeting); when the school is organized according to interdisciplinary "student-centered"

teams, however, teachers' decisions are primarily concerned with teaching and learning activities, grouping procedures, and individual student achievement (Rankin, 1981). Hence, some schools utilize combinations of academic departments and multidisciplinary teams to balance and maximize staff involvement in decision making.

Decision Involvement

The appropriate involvement of individuals and groups in making decisions is essential for educational improvement (Lipham, 1981). A high level of staff participation in the decision-making process is characteristic of schools implementing innovative instructional programs, is perceived by staff to be much higher than in typical schools, is a significant factor in the successful implementation of change, and contributes highly to staff satisfaction (Watkins, 1978; Lipham, Dunstan, and Rankin, 1981). The decision-making structures highly satisfying to staff are those that facilitate an exchange of information and opinions within and among departments, accelerate decision making at the teaching-advising level, and afford ready access to administrators. A key supportive factor in the adoption, changeover, and institutionalization of an innovative program is a staff support system to guarantee that staff members truly understand the implications of the new program (Daresh, 1978). Shared decision making is a crucial ingredient in bringing about individual ownership in the change process.

A significant, positive relationship exists between teachers' perceived levels of involvement and their overall job satisfaction (Lipham, Dunstan, and Rankin, 1981). Moreover, teachers' level of influence on the decisions that are made is significantly related both to their level of involvement and to their feeling of job satisfaction

(Flannery, 1980). Teachers are less involved in the decision-making process than they would like to be; few staff members can be described as saturated or "over-involved" in decision making (Speed, 1979; Thierbach, 1980). If principals are interested in enhancing the level of teachers' job satisfaction, they may begin by involving teachers more often and more extensively in the decision-making process. Participation, however, should not be only "token involvement." Teachers should feel their involvement is valued and influential regarding decision issues in which they hold either a high personal stake (interest) or a high level of competence (expertise) (Flannery, 1980; Thierbach, 1980). Schools should adopt decision-making structures and strategies which allow for maximum, yet selective, involvement of teachers in the decision-making process.

In order to provide for selective and appropriate teacher involvement in decision making, some secondary schools have established schoolwide councils or committees of representative staff members. Usually chaired by the principal, such instructional improvement committees set schoolwide goals, policies, and objectives and foster the implementation and evaluation of innovative programs within the local school. These representative committees enhance staff participation in decison making (Dunstan, 1981; Rankin, 1981). Teachers on such committees often become involved not only as a result of their individual interest and expertise, but also because of the need to represent constituent interests (Brittenham, 1980; Zimman, 1980). Such decision involvement inspires commitment from staff members when they see their participation as being legitimate and the council or committee actually making decisions (Artis, 1980). Even so, teachers generally do

not wish to usurp the role of administrators to make final decisions. What they wish to do is better described as moving from a level of "no involvement" to one of "providing relevant information" or "suggesting alternatives." Thus, participative decision making in schools is still seen as rightfully occurring within an authoritative organizational context (Watkins, 1978).

The balance between authoritative and participative decision making is constrained by the overall administrative and organizational structure of the school district and school. Authoritative decision making in schools is often exercised by the district office, the principal, and the leadership team; participative decision making is often exercised by the schoolwide decision-making body, ad hoc committees, and the faculty (Dunstan, 1981). The balance between authoritative and participative decision making in schools is constrained by such factors as the principal's attitudes, hierarchical effects, relevance of issues, informal influences, communication patterns, implementation strategies, membership of committees, and role perceptions and expectations. Role responsibilities are clarified, misunderstandings are minimized, and the credibility of both authoritative and participative decision making is enhanced when principals specify who is to be involved on which issues at each stage of the decision-making process.

Decision Processes

"How" do decisions get made in schools? Essentially, the decision-making process includes a unique combination of rational, logical steps and stages, as well as political, personal influences and behaviors that result in a particular course of action being taken.

This process occurs primarily in structured and ad hoc committee settings, using small group procedures with a search for consensus (Watkins, 1978).

When viewed as a rational process, the stages of decision making typically include identifying the issue or problem, defining the problem, suggesting alternative solutions, weighing alternatives, making the decision choice, implementing the decision made, and evaluating outcomes of the decision (Lipham and Hoeh, 1974). In practice, however, the decision-making process does not proceed so rationally and systematically, but in three broad steps, "before the decision," "the moment of decision," and "after the decision" (Dunstan, 1981).

"Before the decision" includes many interactive activities and behaviors. For example, individual group members may initially suggest solutions, cite decisional constraints, or present evaluations and outcomes of previous programs or proposals that bear upon the issue being considered. A participant's organizational status or position, age, sex, educational training, experience in the district and school, degree of interest and expertise, and many other political and personal factors determine the weight given to that member's contribution (Artis, 1980). For example, if the principal, as a member of the group, expresses his or her ideas, opinions, and alternative solutions immediately, then typically they are readily accepted, and other members either concur or cease to contribute to the decision-making process (Brittenham, 1980). Hence, principals should refrain from "coming on too strong" at the outset, if genuine staff participation is desired. The surest way to curb staff involvement and commitment is for the principal early in the decision-making process to say, "Now, regarding

this problem, here is what I think should be done." When this does happen, all further suggestions are evaluated as to whether or not they are better than the authoritative opinion already rendered (Zimman, 1980). Generally, such suggestions are summarily dismissed, seldom scrutinized, and rarely accepted as the most appropriate alternative.

"Before the decision" activities typically include a high degree of posing alternative solutions as a means for defining and redefining the problem or issue at hand (Rankin, 1981). That is, instead of each alternative being rationally considered in terms of its positive and negative values and outcomes, various alternatives are weighed, one against another, as to their desirability or acceptability. Then, it is not at all unusual for the "satisficing" or "least distressing" alternative to be selected as the appropriate decision to be made.

Although the "moment of choice" typically is viewed as the crucial stage in the decision-making process, in actuality it is anticlimactic. Frequently, it is difficult to determine when major educational decisions actually are made. Even in formally structured committees, majority votes are seldom taken, and when they are, the outcome usually can be predicted. Instead, vocal consensus ("Let's do it that way"), silent affirmation ("Does anyone object?"), or actual exhaustion ("Do whatever you wish") seem to be the rule (Rankin, 1981). In fact, the tendency exists, even in innovative schools, to talk about issues until the time runs out--shifting the decision-making process from the participtive to the authoritative mode (Brittenham, 1980).

"After the decision" behaviors and activities differ substantially from the previous two stages of the decision-making process. Here, commitment, interest and expertise predominate, so that the "doers" take

over where the "talkers" leave off. After the decision choice is made, particular individuals become the "driving forces" for putting the decision into action (Rankin, 1981). Often, their implementation efforts are not formally acknowledged or systematically evaluated, even by those who originally made the decision. Thus, the charge may be true that educators are better at "deciding" than they are at "doing," since they seldom systematically evaluate the decisions made. At any rate, the decision-making process is qualitatively and quantitatively different "before the decision" and "after the decision." "Before-the-decision" behaviors include a high degree of input and involvement using group processes; "after-the-decision" behaviors include a high degree of individual effort and initiative (Rankin, 1981).

The organizational structure of the school also affects the decision-making process. Formally structured, standing councils and committees can exert considerable influence and impact on the effectiveness of the school's instructional program--particularly if the principal and the staff are committed to a philosophy of shared decision making (Watkins, 1978). In such schools, involvement does not "water down" decisions; it renders them more potent (Brittenham, 1980; Zimman, 1980). A lack of commitment to shared decision making, however, renders such standing committees powerless and they are quickly labeled as a farce (Artis, 1980). In some schools, many standing committees simply seem to sit.

By contrast, ad hoc committees, with membership based on relevance, interest, and expertise, are particularly helpful for ensuring effective decision making by those close to the point of implementation. Therefore, the output and productivity of ad hoc committees often is

much greater than that of standing committees (Dunstan, 1981; Rankin, 1981).

In summary, the decision-making process, while generally logical and rational, is highly political and personal. It also interacts dynamically with leadership and change.

THE INTERACTION OF CHANGE, LEADERSHIP AND DECISION MAKING

The processes of change, leadership, and decision making interact extensively and intensively in innovative schools (Ar is, 1980; Brittenham, 1980; Zimman, 1980). Developing an understanding of these systematic interactions can be of much greater help to the principal and staff than attempting to apply the concepts alone to implement educational improvement.

The change process can be conceived as consisting of the following steps or stages: germination, initiation, evaluation, implementation, routinization, refinement, and renewal. Predominant leadership styles of the principal include goal emphasis, work facilitation, supportive, and participtive leadership behaviors. Decision involvement can range from "very often" to "seldom," based on participants' interest, expertise, and representation of constituencies. The dynamic interactions between and among change, leadership, and decision making in implementing a major, long-term educational innovation are presented in Figure 1. The stages of change of the leader and of group members, the leader's predominant leadership styles, and the frequency and basis of decision involvement are arrayed according to seven sequential phases.

MAJOR PHASES	CHANGE STAGES		LEADER STYLES	DECISION INVOLVEMENT	
	LEADER	MEMBERS		FREQUENCY	BASIS
I.	Germination	Routinization	Work Facilitation Goal Emphasis	Often	Expertise
II.	Initiation	Evaluation	Goal Emphasis Supportive	Very Often	Interest Expertise
III.	Implementation	Initiation	Participative Work Facilitation	Very Often	Interest Expertise Constituency
IV.	Routinization	Implementation	Work Facilitation Supportive	Sometimes	Constituency Expertise
V.	Refinement	Routinization	Supportive Work Facilitation	Seldom	Constituency
VI.	Renewal	Refinement	Supportive Goal Emphasis	Very Often	Constituency Interest
VII.	Evaluation	Renewal	Goal Emphasis Participative	Often	Expertise Constituency

Figure 1. Relationships of Change, Leadership, and Decision Making in Implementing Educational Innovation

The stages of change differ substantially for leaders and group members. This is shown in Figure 1 in the columns concerning the change stages wherein the leader (principal) is always at least one step ahead of the group (staff). Thus, during Phase I, while staff members are routinely implementing existing programs, the leader engages in highly philosophic, visionary, and evaluative "germination" activities concerning "what can and should be." During this early phase, the leader's dominant leadership style of work facilitation for maintaining the present organization gives way to that of goal emphasis to pave the way for the future consideration of change. The leader examines existing policies, programs, and procedures in relation to organizational goals, and then reaches out to the immediate and larger environment for ideas to improve the school. Staff members and others with experience and expertise are consulted "often" by the leader to help in clarifying goals, identifying discrepancies, defining problems and issues, and tentatively identifying alternatives to improve the existing state of affairs.

Moving to Phase II, the leader begins to initiate change--typically by calling on members to evaluate current conditions and practices in terms of existing goals and to explore both expanded and ultimate goals, as well as various alternatives for achieving them. Here, the leader becomes identified as being in the vanguard of change and is expected to set the pace for group members throughout the change process that has been set in motion. Goal emphasis is stressed by the leader, yet supportiveness of the staff is essential for helping them during the demanding, if not threatening, task of evaluating their own and others'

purposes, programs, and procedures. Hence, decision involvement is "very often"--appealing to the interests as well as the expertise of staff members. Typically during Phase II, the principal works very closely with key formal and informal staff leaders who share the principal's philosophy and vision and quickly become committed to the need for change. Formal structures may be established and informal structures utilized to insure widespread involvement in decision making.

During Phase III, the leader implements "awareness" activities to assist the total staff in understanding and initiating the change. The leader must be committed to the change (Neiner, 1978), must thoroughly understand the change program being initiated (Klausmeier, 1978), and must share with the staff the disadvantages as well as the advantages of the new program--otherwise the staff will subsequently say, "If we had only known what we were getting ourselves into." The dominant leadership style is participative, yet the leader also facilitates the work of groups and individuals engaged in initiating the program. The leader also secures the necessary approvals, commitments, and resources to implement the "changeover" (Daresh, 1978). Here the involvement of staff and others in decision making is "very often" with virtually everyone participating. In addition to being based on individual interest and expertise, such participation also must represent constituent interests--otherwise one encounters comments such as, "What's going on around here?" or "Why weren't we consulted?"

During Phase IV, the leader seeks to "routinize" the accepted and initiated change by assisting the staff with their implementation

efforts. The leader's predominant style must shift to that of work facilitation to ensure that tasks are accomplished with a maximum of efficiency and a minimum of difficulty. Since staff members are "learning new ways," however, the leader also must be high in supportiveness for their new, often additional, efforts. At this phase, widespread decision involvement can actually be dysfunctional--"We've already decided that, so why don't we just go ahead and do it!" Hence, the appropriate decision involvement is "sometimes"--based on expertise and representation of constituent interests.

During Phase V, the leader searches for ways to refine the program that now is becoming routinized by the staff. Supportive leadership behavior is required to provide personal assistance, encourage individual efforts, and maintain harmonious staff relationships. Work facilitation also is essential to ensure smooth operation of the new program. Decision involvement is "seldom," except for certain staff members who represent constituent concerns. During this phase, the school often becomes recognized as a "lighthouse" school, and staff members take great pride in receiving visitors and showing them "how it really works!"

In moving to Phase VI, the leader seeks to renew the innovative program by engaging the staff in refinement activities. Supportive leadership is essential for maintaining staff morale, but goals must be reexamined and reemphasized if the innovative program is to be improved. Constituencies must continue to be represented, yet individual interest is esential for planning and implementing refinement activities. Thus, the staff becomes "very often" involved in planning

and conducting inservice and other activities to "fine tune" the innovative program.

During final Phase VII, the leader stresses systematic evaluation of the innovation as a means for renewing and improving it. Utilizing goal emphasis and participative leadership styles, the leader involves members with expertise and who represent constituent interests. Here, the emphasis is on an ongoing evaluation of the innovation. Depending on the evaluative results, it is not at all unusual for the staff to divide at this point into at least two groups--ardent supporters ("We know it will work if we just do it right!") and consistent critics ("We said all along that it just wouldn't work!"). Hence, staff involvement should be "often," as the process recycles to Phase I.

Of course, we recognize that the foregoing Phases depicted in Figure 1 represent a gross oversimplification, since a major, long-term innovative effort subsumes many incremental, short-term changes. Moreover, one's generalized leadership styles and preferences subsume many specific, varied leadership behaviors that often must shift momentarily. Likewise, most major educational decisions have nested within them many minor decisions calling for differential decision involvement. Even so, the major interrelationships described may provide a useful gestalt for present and prospective principals who desire to implement planned educational change and improvement.

For researchers engaged in examining the school, we must observe that regardles of whether a rationalistic, a priori hypothesis testing approach or a naturalistic, a posteriori hypothesis generating, approach was utilized, major findings emerged that were mutually

supportive and equally explanatory. Thus, future efforts of researchers should focus on clarifying, testing, and refining theories of change, leadership, and decision making--as well as the interactions between and among them.

For principals engaged in improving the school, we must observe that the findings and conclusions from the innovative schools reported herein may or may not be generalizable to typical schools or applicable in specific situations. Even so, future efforts of practicing principals should focus on understanding, synthesizing, and utilizing the results of research regarding change, leadership, and decision making to enhance the effectiveness of the school.

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Abstracts of the Studies of the Administration and Organization of the School

Abstract

AN ETHNOGRAPHIC CASE STUDY OF THE ADMINISTRATIVE ORGANIZATION, PROCESSES, AND BEHAVIOR IN A SELECTED SENIOR HIGH SCHOOL

John Burl Artis

Under the Supervision of Professor James M. Lipham

The major purposes of this study were to describe and explain the administrative organization, processes, and behavior and to generate grounded theory about the administrative organization, processes, and behavior in an innovative senior high school. The school chosen to participate in this study was nationally known as a leader in implementing individualized learning programs.

The data were gathered using the ethnographic approach including participant observation, open-ended interviews, and document analysis. This study provided an understanding of the administrative organization, processes, and behaviors; the impact of the administration on the school; and generalizable propositions based on grounded theory.

The major conclusions of the study were as follows:

1. When new institutional roles are created, role expectations and role definitions should be carefully delineated.

2. The need exists for congruence between the role expectations held for administrators by the members of the system and the

role expectations and need-dispositions held by the administrators.

3. Social systems theory should be modified to include new political dimensions.

4. In an ideal bureaucracy, the efficiency of the organization is affected when the hierarchy of authority and the rules and regulations are followed from the bottom up, but sometimes not followed from the top down. Also, productivity connected with high centralization is affected by the leadership style of administrators.

5. Organizations high in centralization, formalization, stratification, and complexity are not necessarily high in job satisfaction or adaptiveness.

6. Discrepancies between the perceived decision-making style of the administrators and the actual decision-making style can lead to isolated departments, uneven support for various departments, and political decision making by administrators and department heads.

7. Administrative defense of faltering programs may stem from the need for political survival.

8. Administrators can influence the direction of organizational change by controlling budgetary decisions.

9. The effectiveness of faculty, parent, and student advisory forums is related to whether or not their input is used in making decisions.

10. The steps in the change process differ for leaders and group members, and an appropriate mix of leadership stages and styles is necessary at the different steps of the change process.

11. Leadership, change, and decision involvement are interactive.

12. Decision involvement exists as a result of interest, expertise, and the need to represent constituent interests.

As a result of these conclusions, numerous implications for practice and further research were suggested.

APPROVED: James R. Lyshan

DATE: April 25, 1990

Abstract

AN ETHNOGRAPHIC CASE STUDY OF THE ADMINISTRATIVE ORGANIZATION, PROCESSES, AND BEHAVIOR IN AN INNOVATIVE SENIOR HIGH SCHOOL

Lee Roy Brittenham

Under the Supervision of Professor James M. Lipham

The major purposes of this study were: (1) to describe and explain the administrative organization, processes, and behavior; and (2) to generate grounded theory about the administrative organization, processes, and behavior in an innovative senior high school. The school selected for this study was nationally known for leadership in implementing individualized learning programs compatible with the model of secondary education developed at the Wisconsin Research and Development Center. The data were gathered by means of an ethnographic case study utilizing participant observation, open-ended interviews, and document analysis. The researcher, together with two co-researchers, spent three weeks on site and participated in the social system of the school. At the end of the first week, the researchers retreated from the field and determined some tentative hypotheses based on initial data. Those working hypotheses were further tested against the data collected over the next two weeks, and then refined, limited, and finally stated as propositions. This study provided a clear understanding of the administrative organization, processes, and

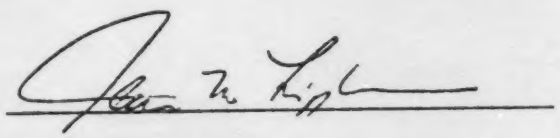
behavior within an innovative senior high school, the impact of the administration on the school, and generalizable propositions regarding the administrative organization, processes, and behaviors necessary for an innovative senior high school to be successful.

The major conclusions of the study were as follows:

1. Modifications are required in existing change models, including the recognition that leaders go through philosophy, vision, and assessment phases before engaging members in the initial evaluation phase of change.
2. Organic organizations can also exhibit high levels of production and efficiency.
3. The modification or creation of new roles within a school requires interreference congruence regarding the expectations and value of the anticipated role.
4. Leadership styles and stages interact dynamically with change phases and extent of decision involvement, hence the stages and styles should be congruent with each change phase.
5. In schools that allow for consensus decision making, the principal's legitimate involvement in the decision-making process must be accepted.
6. The level of decision involvement must be appropriate for each phase of the change process.

7. The degree of decision involvement should be established by assessing the staff's desired level of participation.
8. Motivating factors can become so intense that they cause dissatisfaction and may even become hygiene factors.
9. Decentralized organizations and principal leadership behaviors can create an open climate in the school.
10. Organizational change is most functional when leadership styles and stages are congruent with a school's current change phase and degree of decision involvement.

As a result of these conclusions, numerous implications for practice and further research were suggested.

APPROVED: 

DATE: April 23, 1980

Abstract

FACILITATIVE ENVIRONMENTS IN SENIOR HIGH SCHOOLS THAT INDIVIDUALIZE INSTRUCTION

John Charles Daresh

Under the Supervision of Professor James M. Lipham

The purpose of this study was to identify the intra- and extraorganizational factors which either support or inhibit the adoption and maintenance of individualized programs in senior high schools. The study consisted of an intensive, in-depth analysis of six selected schools using field methodology techniques.

The following questions were addressed:

1. What are the influences, as perceived by school personnel, which relate to the adoption of individualized programs in senior high schools?
2. What are the relative strengths and weaknesses of those influences?
3. What are the relationships between and among the identified influences?

Constructs from the IGE literature and theories of social systems, leadership, change, and organization provided the analytical framework to obtain and analyze the data. Data were collected in a sample of six senior high schools, diverse in size, location, socio-economic level, and ethnic composition. In each school interviews

were conducted with persons holding significant roles within and outside the school.

The major findings were:

1. The leadership behavior of the principal was the most important internal facilitative factor for change. Supportive leadership behavior was essential at all stages of the change process--participative leadership, initially; and instrumental leadership, subsequently.
2. Teacher-advisor programs, utilized for instructional monitoring and personal advisement of students, aided the maintenance of the individualized programs.
3. Teachers well versed in their subject fields and dedicated to the philosophy of individualized instruction were better able to maintain programs of individualized schooling.
4. Building configurations, such as teacher work spaces located together and space for students to work in groups of varied size, facilitated programs of individualized instruction.
5. New teachers need increased pre-service and in-service training to be assimilated successfully into the schools with innovative programs.
6. Superintendents and other central office personnel supported individualized schools by acting as mediators

between the schools and communities, and by hiring building administrators committed to the philosophy of individualized education.

7. Decentralized district management practices which allowed principals control over personnel selection and budgets facilitated individualized programs.
8. Centralized district curricular planning facilitated individualized programs.
9. External funding for start-up costs was helpful, but additional external resources were not required to maintain the individualized programs.
10. Statewide minimum competency legislation provided certain legitimacy to the individualized programs.
11. Community demands for "basic education" reduced community support for individualized programs.

Based on the findings, several implications for practice and for future research were delineated.

APPROVED BY: James M. Lipka

DATE: May 1, 1978

Abstract

AN ETHNOGRAPHIC STUDY OF THE DECISION-MAKING PROCESSES AND LEADERSHIP BEHAVIOR AT THE SCHOOLWIDE LEVEL IN SELECTED SECONDARY SCHOOLS

Jeffrey Francis Dunstan

Under the Supervision of Professor James M. Lipham

The major purpose of this study was to analyze, describe, and explain the decision-making processes and leadership behavior at the schoolwide level in selected secondary schools that were implementing programs compatible with the objectives of the Wisconsin Program for the Renewal and Improvement of Secondary Education. The data were gathered by means of field study methodology, including interviews, participant observation, and document analysis. The researcher visited each school for approximately two weeks, in two visits separated by a period of approximately seven weeks. The intervening period allowed propositions to be developed concerning significant decisional issues so that decision-making and leadership actions which were exercised in relation to these issues could be analyzed, and the degree of support which they offered the propositions could be determined.

Decision making in the schools was analyzed in terms of decision content, stages, involvement, and constraints. Structural,

participative, and supportive leadership behaviors were also identified, described, and analyzed.

The major conclusions of the study were as follows:

1. If principals specify decision involvement and content at each of the decision stages--before the decision, the moment of decision, and after the decision--then responsibilities are clarified and misunderstandings are minimized.

2. If principals specify decision content--mandatory, permissive, or prohibited—for decisional issues, then the credibility of both authoritative and participative decision making is enhanced, and the sequence through decision stages is defined.

3. In relation to decision involvement, authoritative decision making in schools is exercised by the district office, the principal, and the leadership team; participative decision making is exercised by the schoolwide decision-making body, ad hoc committees, and the faculty.

4. Increased interaction between personnel from the district office and school staffs is desirable, particularly in making personnel decisions.

5. The principal is the most significant single influence in schoolwide decision making.

6. Although teachers generally look to the principal as the authority on schoolwide issues, they appreciate the operation of a balanced leadership team.

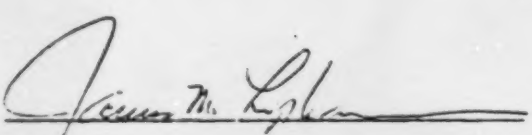
7. The role of schoolwide decision-making bodies in participative decision making is affected substantially by the degree of support on the part of the principal.

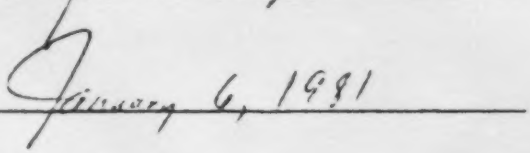
8. When ad hoc committees with clearly defined parameters are established, with membership based on relevance, interest, and expertise, decision involvement by the faculty is enhanced and recommendations are developed by those close to the point of implementation.

9. Balance between authoritative and participative decision making is constrained by such factors as principals' attitudes, the hierarchical structure, role perceptions, and communication patterns.

10. Structural, participative, and supportive leadership behaviors of the principal are essential for effective educational decision making.

Based on these conclusions, several implications for practice and further research were suggested.

APPROVED: 

DATE: 

Abstract

DESIRABILITY AND IMPLEMENTATION OF IGE/SECONDARY SCHOOLING: MIDDLE AND JUNIOR HIGH SCHOOLS

Thomas Wayne Klausmeier

Under the Supervision of Professor James M. Lipham

The purpose of this study was to describe staff perceptions of desirability and implementation of IGE/Secondary schooling in a selected sample of six middle and junior high schools which had attempted to implement some aspects of IGE in the past and to explore and explain those factors which the staff of each school perceived to enhance or impede the implementation of IGE.

The methodology used in this study was survey research. An IGE/Secondary questionnaire was developed and administered to the staff of each of the six schools surveyed in the study to gain data concerning the desirability and implementation of IGE/Secondary schooling. A semi-structured interview was used to gain data concerning factors which staff members perceived to enhance or impede the implementation of IGE.

The major conclusions concerning IGE/Secondary as a total system of education were:

1. IGE/Secondary was perceived as a desirable form of schooling by the staffs of the six schools surveyed.

2. IGE/Secondary was perceived by the staffs as having some, but less than adequate implementation, except at one school which had an adequate implementation rating.
3. There were significant differences among the six schools in their desirability and implementation ratings of IGE/Secondary.
4. There were more significant differences in implementation ratings than in desirability ratings for IGE/Secondary.
5. Principals rated the implementation of IGE/Secondary significantly higher than did teachers.
6. The following factors were perceived by interviewees to enhance the implementation of IGE/Secondary:
   a. Summer or released time for teachers to prepare individualized instructional programs.
   b. Systematic inservice concerning IGE concepts and practices, including visitations to successful IGE schools or having teachers from these schools assist in the inservice programs.
   c. Multisubject units wherein a team of teachers was responsible for the academic instruction of a common group of students.
   d. District commitment to and support of IGE concepts and practices.

e. Knowledge and commitment of the principal to IGE concepts and practices.

f. Open communication and rapport between the principal and teachers.

g. Involvement and commitment of staff members in the change to IGE.

h. Involvement of teachers in shared decision making concerning school goals and change efforts.

i. Teachers who were perceived and perceived themselves primarily as being student-centered as opposed to being primarily subject-centered.

j. Common planning time for unit teachers.

k. Teacher aides in sufficient number so that each unit had its own teacher aide for a portion of each day.

The fact that the staffs of middle and junior high schools which attempted to implement some aspects of IGE perceived IGE/Secondary as a desirable form of schooling, even though they perceived their implementation efforts as only somewhat adequate, indicates that IGE/Secondary is a viable system of education for middle and junior high school students. Further implementation of IGE/Secondary, development of materials and processes, and research is needed if IGE/Secondary is to make a lasting contribution in improving the quality of American education.

Teachers in IGE/Secondary schools need assistance in all phases of their implementation efforts. Teachers in schools which are changing to IGE or who are entering IGE schools need IGE/Secondary assistance in the awareness phase of implementation in order to become committed to the school program. Teachers who are committed to IGE need assistance in their changeover efforts, particularly in developing instructional programs and instructional management systems. Finally, teachers who have made the changeover to IGE need help in refinement and renewal in order to further improve their teaching practices.

In order for educational practitioners to improve their implementation efforts, development efforts are needed at local schools which must cope with situations unique to their environment. Development efforts also are needed in teacher education institutions, state education agencies, research and development centers, and other organizations and groups having interests in education.

Development is particularly needed in the areas of IGE teacher training, the development of curricular materials which are compatible with the IPM model, and instructional management systems.

Research is needed in a number of areas to provide schools and implementation agencies with knowledge that can assist them in their implementation efforts. Research on the nine IGE/Secondary components is necessary to improve the IGE/Secondary model and to facilitate its implementation.

Finally, the implementation of IGE/Secondary as a total system involves a major institutional change from traditional schooling. Therefore, research which analyzes the specific change strategies employed by middle and junior high schools which attempt to change to IGE/Secondary and their resultant success or failure can provide useful information to scholars in analyzing and developing educational change models and theories.

APPROVED BY [signature]

DATE April 25, 1978

Abstract

STAFF DEVELOPMENT NEEDS IN MIDDLE AND JUNIOR HIGH SCHOOLS THAT INDIVIDUALIZE INSTRUCTION

Judy Brown Lehr

Under the Supervision of Professor James M. Lipham

The purposes of this study were: (1) to identify the staff development topical needs of teachers engaged in individualizing schooling, (2) to identify the staff development strategies preferred by teachers engaged in individualizing schooling, and (3) to analyze the functional and dysfunctional aspects of strategies of staff development. In addition, the relationship of certain personal variables to staff development needs was explored and a total synthesis of a model staff development program was constructed. The study consisted of an intensive, in-depth analysis of ten selected school staffs using survey field methodology techniques.

Constructs from the IGE and staff development literature and theories of change and social systems provided the framework from which a series of questions addressing both topical and structural aspects of staff development programs were posited. Questionnaires and semi-structured interviews with both teachers and principals were used to collect the data.

The major conclusions concerning staff development needs in middle and junior high schools which individualize schooling were:

1. Respondents' identifications of needed inservice activities varied according to the individual differences between teachers and principals. All 22 identified topics were recognized by teachers and principals as being potentially useful. Specifically, those identified by teachers in which a need may be inferred included "uses of the computer in managing instruction," "student motivation," and "student learning experiences within the community." Principals identified 20 of the 22 topics as being needed by their respective staffs. "Student motivation", "student personal, social, emotional, and moral development"; and "developing materials for the student advisee program" were seen by principals as being the most needed. When teachers were asked to recommend the topics most beneficial to someone wishing to improve instruction they chose "techniques for motivating students," "organizing curriculum to secure continuous progress for each student," and "student grouping to personalize instruction."
2. Teachers' preferences for the design of an inservice program varied according to individual differences. Teachers preferred active rather than passive learning

modes and to have the responsibility for their own learning. Professional growth was recognized as an added job skill and one that should be learned within the confines of the regular working day.

3. Teacher motivation to participate in inservice activities resulted from a number of separate stimuli, financial aspects being the most important and multifaceted. Dysfunctional conditions resulted when job responsibilities prevented participation or when funds were not available to allow teachers' travel to meaningful programs. However, when principals were asked to identify teacher readiness to participate in inservice activities, they indicated that lack of teacher motivation was an impediment. Principals did not identify financial aspects as primary motivators for teacher participation but that the quality of program, inservice history, and time waste were inservice detractors. To principals, the lack of funds to hire skilled trainers was a major impediment.

Based on the findings, a number of implications for practice and for future research were delineated.

APPROVED James M Lipham

DATE May 17, 1979

Abstract

THE RELATIONSHIP OF DECISION INVOLVEMENT AND PRINCIPALS' LEADERSHIP TO TEACHER JOB SATISFACTION IN SELECTED SECONDARY SCHOOLS

James M. Lipham
Jeffrey F. Dunstan
Robb E. Rankin

The purposes of this study were to ascertain the relationships of extent of staff participation in educational decision making and staff perceptions of the principal's leadership to staff job satisfaction in four selected secondary schools engaged in a cooperative program with the Wisconsin Research and Development Center to provide programs of individualized schooling. The conceptual foundations of the study were based on theories of decision making, leadership and job satisfaction.

The study utilized a survey instrument administered on site in the fall of 1979 and again in the fall of 1980. Data were gathered on the decision condition of staff, measured as the difference between the actual and desired extent of participation in decision making; staff perceptions of the principal's leadership, measured in terms of supportiveness, interaction facilitation, goal emphasis and work facilitation behavior; and staff job satisfaction, measured as the sum of the following job facets: administration/supervision, co-workers, career future, school identification, financial aspects, work conditions, amount of work, student-teacher relations and community relations.

The following null hypotheses were subjected to empirical test:

1. The job satisfaction of secondary staff will not differ according to decision condition.

2. The job satisfaction of secondary staff will not differ according to staff perceptions of the leadership behavior of the principal.

The study sample consisted of all professional staff members in the four selected schools--two middle schools and two senior high schools. Each school had established administrative and organizational arrangements to maximize staff participation in decision making at managerial (school-wide) and technical (teaching-learning) levels.

The analytic procedures utilized included descriptive analyses, tests of reliability, correlational analysis, one-way and factorial analysis of variance and multiple linear regression. The probability level for all tests of significance was set at .05.

The major findings of the study were as follows:

1. Regarding involvement in decision making, school staffs were generally in a state of decision deprivation. They felt more deprived of making managerial or schoolwide decisions than they did in making technical or classroom type decisions.

2. Regarding staff perceptions of the principals' leadership, they rated principals highest in support behavior and lowest in work facilitation.

3. Regarding staff job satisfaction, they were most satisfied with relations with pupils, co-workers and the administration and least satisfied with financial aspects and community relations.

4. Staff involvement in decision making was significantly and positively related to staff job satisfaction.

5. Staff perceptions of the leadership behavior of the principal were significantly and positively related to staff job satisfaction.

6. The combination of staff perceptions of the principals' leadership and specific school was the best predictor of staff job satisfaction.

Implications for further research suggested that the decision condition of staff be measured directly, rather than derived; that the assessment of leadership behavior concentrate on work facilitation and support behavior and that the measure of job satisfaction concentrate on managerial and technical job aspects that are most directly under the control of the principal and staff. Implications for practice were that schools should explore and examine the effectiveness of their structures and processes for participative decision making, since the staffs felt generally involved at a low level; that principals should give increased emphasis to their work facilitation behavior; that additional attention be given to the salary, working conditions, and community recognition of staff and that principals should adapt their leadership behavior to the situational demands of the school.

February, 1981

Abstract

DESIRABILITY AND IMPLEMENTATION OF IGE/SECONDARY SCHOOLING IN SELECTED INNOVATIVE HIGH SCHOOLS

Michael John Maier

Under the Supervision of Professor James M. Lipham

The purpose of this study was to assess staff perceptions of desirability and implementation of IGE/secondary Schooling in four high schools which had implemented programs similar to IGE and to identify those factors which enhanced or impeded the implementation of programs similar to IGE/Secondary. The theoretical foundations of the study included IGE principles, social systems theory, leadership theory, and change theory.

A field study design was used. A questionnaire was developed and employed to gather data concerning the staffs' perceptions of the desirability and degree of implementation of IGE/Secondary. A semistructured, open-ended interview protocol was developed to elicit staff perceptions of those factors which enhanced or impeded the implementation of programs similar to IGE/Secondary.

The major conclusions of the study were as follows:

1. IGE/Secondary was perceived to be a "desirable" system of schooling having "some" but less than "adequate" implementation in each of the four schools studied.

2. Significant differences in the mean desirability and implementation ratings of IGE/Secondary were observed between and among the sample schools.
3. Staff perceptions of the desirability and implementation of IGE/Secondary were related to the roles occupied in the school. Department heads rated the desirability of IGE/Secondary significantly lower than did teachers, unit leaders, counselors, and administrators. Teachers rated the implementation of IGE/Secondary significantly lower than did unit leaders, counselors, department heads, and administrators.
4. Perceptions of desirability and implementation of IGE/Secondary were related to the number of years served in the present position and involvement in team teaching. Perceptions of the desirability of IGE/Secondary were also related to the nature of the subject matter taught.
5. Numerous factors were perceived as bearing on the implementation of IGE/Secondary programs. Participative and supportive leadership behavior on the part of the school principal and staff participation in identifying and solving existing problems were perceived to be especially important in facilitating the implementation of programs similar to IGE/Secondary.

Based on the conclusions, several implications for practice and for future research were delineated.

APPROVED: _____

DATE: November 27, 1978

Abstract

ANALYSIS OF PLANNED CHANGE WITHIN COMPREHENSIVE SENIOR HIGH SCHOOLS THAT INDIVIDUALIZE INSTRUCTION

Glenn Allen Neiner

Under the Supervision of Professor James M. Lipham

The purpose of this study was to identify and describe key factors operative in the change process that had been perceived as successfully facilitating individualized schooling in comprehensive senior high schools. The theoretical foundations included IGE principles and systems, social systems, decision, change, and leadership theories.

This study consisted of an intensive, in-depth analysis of semistructured, open-ended interviews coupled with other field methodology techniques of observation and documentary analysis. Data were collected in six selected comprehensive senior high schools, diverse in size, location, socioeconomic level, and ethnic composition. Data were analyzed by school and across schools according to the basic research questions.

The major findings were:

1. Creative and supportive educational leadership behavior and continuity in leadership positions on the part of

administrators in the school and the district were essential to effecting educational change.

2. Strong commitment to the educational philosophy of individualized schooling, coupled with a combination of decentralized management decision making and centralized curricular development greatly supported the changeover to an individualized instructional program.
3. Educational leaders capitalized on local historical circumstances, such as school consolidations, to bring about a total change process.
4. Planning for effective change included identifying the objectives of the change, an assessment of the present system, a specification of the resources needed, an organizational model to implement the change, a process of curricular development, a staff development program, a realistic time frame which specified short- and long-range goals, an identification of appropriate strategies to be used, and an evaluation process for the different objectives.
5. Some additional resources were needed over the initial period of the change process for intensive staff and curricular development activities.
6. The following components were necessary to implement change: a shared decision-making structure, creation

of a personable environment, an advising system for students, and curricular development for individualized instruction.

7. A continuing inservice program was needed for incoming teachers to help them acquire the skills necessary to function effectively as advisors and as teachers in an individualized program.
8. Large, open space areas were inadequate to accommodate different teaching strategies.
9. The schools failed initially to define adequately student behavioral expectations and to provide structures necessary for staff and students to fulfill new role expectations.
10. Giving students credit on the basis of objectives accomplished, and not on the amount of time spent in a course, was an integral component of individualized continuous progress instruction.

Based on the findings, several implications for practice and for future research were delineated.

APPROVED: James N Lyle

DATE: May 16, 1978

Abstract

A QUALITATIVE STUDY OF THE DECISION-MAKING PROCESSES AND LEADERSHIP BEHAVIOR AT THE TEACHING-ADVISING LEVEL IN SELECTED SECONDARY SCHOOLS

Robb E. Rankin

Under the Supervision of Professor James M. Lipham

The major purpose of this study was to observe, describe, and explain the decision-making processes and associated leadership behavior at the teaching-advising level in selected secondary schools that were implementing programs compatible with the objectives of the Wisconsin Program for the Renewal and Improvement of Secondary Education. The data were gathered by means of qualitative methodology, including interviews, observations, and document analysis. The researcher visited each school for approximately two weeks, in two visits separated by a period of approximately two months. The intervening period allowed school-based propositions to be developed relating to decision-making processes and leadership behavior, and further progress to be made in resolving decisional issues. Respondents' reactions were obtained during the second visit to the propositions generated.

Decision making in the schools was analyzed in terms of decision content, involvement, and process. Leadership behavior of schoolwide personnel and of a unit or department were also identified, described, and analyzed.

The major conclusions of the study were as follows:

1. Decision content in interdisciplinary units concerns students and common instructional issues, usually daily schedule or cocurricular unit activities; it is "student-centered."

2. Decision content in subject departments addresses coordination among teachers for a particular class, development of subject objectives, and administrative matters (primarily budgeting); it is "subject-centered."

3. Decisions on classroom instructional topics, materials, and methods are made by individual classroom teachers within broad, normative parameters.

4. Principals and schoolwide coordinators are involved in instructional-level decision making in introducing issues to a unit or department and in attending to schoolwide concerns with subschool groups. Coordinators, however, are not perceived by teachers as being "administrators."

5. When certain departmental or unit personnel are designated "leaders," some managerial role expectations are placed at that technical level, occasionally creating confusion of role expectations and dissatisfaction over role performance.

6. When units operate without designated leaders, then the involvement of teachers is open, authentic, and related to their personalities, interests, and capabilities; hence different individuals fulfill the normative expectations for the unit.

7. A teacher's degree of involvement in decision making at the instructional level is self-determined, depending on interest and expertise in a decision issue, and on personal intervening variables; involvement varies according to type, extent, and frequency of participation.

8. Decision making occurs in three stages--before the decision, the moment of decision, and after the decision--with a personal, issue, and interactive orientation pervading the entire process.

9. For instructional-level decision making to be efficient, a blend of leadership styles at the schoolwide level exists, with participative leadership seen as most appropriate.

10. In technical-level decision making, emergent leadership facilitates staff satisfaction, whereas designated leadership provides for efficiency of unit or department operation.

Based on these conclusions, several implications for practice and further research were suggested.

APPROVED: James M. Lyle

DATE: April 28, 1981

Abstract

DECISION PARTICIPATION AND STAFF SATISFACTION IN MIDDLE AND JUNIOR HIGH SCHOOLS THAT INDIVIDUALIZE INSTRUCTION

Noel Eric Speed

Under the Supervision of Professor James M. Lipham

The major purposes of this study were: (1) to determine the congruence between perceived actual and desired frequency and extent of participation by teachers in the decision-making process; (2) to relate decision participation to teachers' job satisfaction; (3) to relate selected personal and situational variables to decisional participation; and (4) to identify teachers' perceptions of who is and who should be involved in making selected educational decisions. The conceptual foundations for the study were social systems theory, decision theory, and the literature pertaining to individually guided education and job satisfaction.

Data were collected on site in ten middle and junior high schools located in seven different states, and included 242 teacher respondents. The instrumentation consisted of three parts: (1) a personal data questionnaire; (2) the Decision Participation Analysis questionnaire, and (3) the Job Satisfaction Survey.

The major hypotheses of the study, stated in the null form, were as follows:

1. The mean scores attained on job satisfaction will not differ for each of the decisional conditions of deprivation, equilibrium, or saturation in each decisional domain for either frequency or extent of involvement.
2. In both technical and managerial domains, actual frequency and actual extent of participation in combination will explain no more of the variance in job satisfaction than will either measure taken singly.
3. In both technical and managerial domains, discrepancy measures of participation will explain no more of the variance in job satisfaction than will actual frequency and/or extent of participation taken singly or in combination.

The following ancillary hypotheses were also examined:

1. There will be no significant relationship between selected situational and personal characteristics of secondary teachers and their decisional condition in each decisional domain.
2. There will be no significant difference between actual and desired involvement of school personnel in each of the decisional issues.

The statistical techniques used to test the hypotheses included factor analysis, analysis of variance, and multiple

regression. The probability level for all tests of significance was established at .05.

The major conclusions were:

1. For both decisional domains and dimensions the level of job satisfaction is directly proportional to the decisional condition of teachers.
2. Measuring actual involvement as including frequency and extent explains little more of the variance in job satisfaction than does a measure of extent of involvement.
3. Discrepancy measures between actual and desired decisional involvement explain significantly more of the variance in job satisfaction than do measures of actual involvement.
4. Most of the situational and personal variables examined do not have any significant relationship with the decisional condition of teachers.
5. Teachers want collegial decision-making groups at both technical and managerial levels to have more say in the decision-making process.
6. Teachers differentiate decisional issues as either technical or managerial according to their relevance to each functional level within a school.

7. Teachers exhibit greater decisional deprivation in regard to managerial than they do in regard to technical level decisional issues.
8. Job satisfaction is generally high in regard to most facets of a teacher's professional occupation.

Based upon the findings, several implications for practice, theory, and further research were delineated.

APPROVED: James M. Lipham

DATE: July 10, 1979

Abstract

ACTUAL AND IDEAL DECISION-MAKING PROCESSES UTILIZED IN SENIOR HIGH SCHOOLS THAT INDIVIDUALIZE INSTRUCTION

Arthur Noel Watkins

Under the Supervision of Professor James M. Lipham

The purpose of this study was to identify and describe the decision-making processes in senior high schools that were implementing programs of individualized schooling. Field methodology, including interviews, observations, and analysis of documents was used to gather data in six senior high schools of varying size located throughout the country, diverse in socioeconomic levels, and varying in ethnic composition. Conceptual frameworks from IGE literature and from change, decision, and organization theories were used to describe underlying philosophies of decision making; the structures, processes, groups, and organizational dimensions for decision making; the involvement of personnel in the decision-making process; and satisfaction of school personnel with structures, processes, and involvement in decision making.

The major conclusions of the study were as follows:

1. The decision-making structures and processes utilized within the school make a significant contribution to the successful implementation of individualized schooling.

2. An articulated philosophy of individualized schooling is essential as a basis for policy and managerial decision making.
3. An articulated policy for making decisions is essential to the successful implementation of an innovative instructional program.
4. The principal performs a major role in determining the decision-making policy and in implementing the decision-making structures and processes.
5. The decision-making process consists primarily of authority decision making utilizing the participative approach.
6. A high level of staff participation in the decision making process is characteristic of schools implementing programs of individualized schooling, is perceived by staff to be much higher than in traditional schools, is a significant factor in the successful implementation of innovative instructional programs, and contributes highly to staff satisfaction.
7. Formal participation by students and parents in decision making is negligible and is not generally sought.
8. Decision making within the school occurs primarily in small group settings, using a group process with a search for consensus.

9. Decision-making structures highly satisfying to staff are those which facilitate intradepartmental and interdepartmental exchange of information and opinion, accelerate decision making at the teaching-learning level, and afford ready access to administrators.
10. Although the impact of the school board and district office is increasing, appropriate districtwide decision-making structures have not yet been developed.
11. Although centralization of the decision-making process ranges from high to low, staff satisfaction remains high because the level of staff participation is high.
12. The decision-making process becomes less heuristic and more routinized as implementation of the innovation proceeds through the stages of the change process.

As a result of these conclusions, numerous implications for practice and further research were suggested.

APPROVED BY: James M. Lipka

DATE: May 9, 1974

Abstract

AN ETHNOGRAPHIC CASE STUDY OF THE ADMINISTRATIVE ORGANIZATION, PROCESSES, AND BEHAVIOR IN A MODEL COMPREHENSIVE HIGH SCHOOL

Richard Neil Zimman

Under the Supervision of Professor James M. Lipham

The major purposes of this study were: (1) to describe and explain the administrative organization, processes, and behavior; and (2) to generate grounded theory about the administrative organization, processes, and behavior in a model comprehensive high school. The school selected for this study was nationally recognized as a model for implementing individualized learning programs and other facets of innovative secondary schooling as developed at the Wisconsin Research and Development Center.

The data were gathered using ethnographic case study methodology including open-ended interviews, participant observation, and document analysis. The researcher, together with two co-researchers, spent three weeks on site and participated daily in the social system of the school. This study provided an understanding of the administrative organization, processes, and behavior within a model comprehensive high school, the impact of the administration on the school and generalizable propositions

based on grounded theory regarding the administrative organization, processes, and behavior in secondary schools.

The main conclusions of the study were as follows:

1. Organic organizations can have low complexity and high productivity.
2. Social systems theory should be modified to include new political dimensions.
3. A school's design, size, staff, teacher advisor program, and principal behavior all contribute to the creation and maintenance of an open climate in the school.
4. Decision involvement is based on interest, expertise, and representative needs of a constituency.
5. Problem identification in the decision-making process is both rational and political.
6. The principal's interests and political base impact heavily on the decision-making process of the school.
7. Change models should be modified to include the "germination stages" of leaders.
8. The steps in the change process differ for leaders and members; an appropriate mix of leadership styles and stages is therefore necessary at the different steps of the change process.

9. Leadership, change, and decision involvement are interactive, and organizational change is most functional when there is congruence among these dimensions.
10. Motivating factors can become so intense that they cause dissatisfaction and act as hygiene factors.

As a result of these conclusions, numerous implications for practice and further research were suggested.

APPROVED: Jean R. Logan

DATE: August 13, 1980

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